

COUNTY OF YORK

MEMORANDUM

DATE: February 28, 2006 (PC Mtg. 3/8/06)

TO: York County Planning Commission

FROM: Timothy C. Cross, AICP, Principal Planner

SUBJECT: Capital Improvements Program: FY 2007-2012

INTRODUCTION

Section 15.2-2239 of the *Code of Virginia* states that “(a) local planning commission may, and at the direction of the governing body shall, prepare and revise annually a capital improvement program based on the comprehensive plan of the locality.” Accordingly, the following Implementation Strategies are included in the Community Facilities element of the *Comprehensive Plan*:

- Use the Comprehensive Plan to guide the budgeting of County funds for capital improvement projects.
- Annually review and update funding, with a resolution from the Planning Commission to certify its conformance with the Comprehensive Plan, the six-year Capital Improvements Program.

Consistent with these strategies, in conjunction with its annual budget deliberations the Board of Supervisors requests the Planning Commission to review the proposed six-year *Capital Improvements Program* (CIP) for conformance with the *Comprehensive Plan*.

BACKGROUND

The six-year CIP is prepared annually as part of the budget process. Compiled by staff in the Division of Budget and Financial Reporting based on input from County departments, the School Division, and the County Administrator, the CIP establishes a plan for the County’s future capital needs. It is one of the tools by which local governments implement their comprehensive plans. Section 15.2-2232 of the *Code of Virginia* requires that new public facilities be included in the comprehensive plan or be submitted to and approved by the local planning commission as being “substantially in accord with the adopted comprehensive plan.” Capital projects eligible for inclusion in the CIP are those that have an estimated expected useful life of at least three years and have a cost of at least \$30,000. The six-year time frame provides an opportunity for long-range financial planning and management, allowing localities to efficiently schedule public improvements that require more than one year to construct.¹

The proposed CIP for FY 2007 through 2012 contains a variety of projects that can be categorized as follows:

- General maintenance and repair of County facilities

¹ *The Practice of Local Government Planning* (Second Edition) edited by Frank S. So and Judith Getzels, 1988

- Government offices
- Technological enhancements to improve service delivery
- Fire and rescue equipment and facilities and disaster mitigation enhancements
- Library needs assessment and enhancements
- Park and recreational facilities
- School renovations and additions
- Transportation improvements, including roads, sidewalks, and bikeways
- Environmental enhancements, including greenways and conservation easements
- Underground replacement of above-ground utilities
- Water and sewer extensions
- Stormwater management and drainage improvement projects
- Miscellaneous equipment purchases

The General Assembly has never defined the phrase “substantially in accord” as it applies to the relationship between the CIP and the comprehensive plan. In the absence of such guidance, staff and the Commission have taken the approach (adapted from a general rule established by the state planning office in California) that *a CIP project is consistent with the Comprehensive Plan if, considering all its aspects, it will further the objectives and policies of the plan and not obstruct their attainment.*² In other words, while some of the proposed CIP projects – greenways and underground utilities, for example – are specifically included in the *Comprehensive Plan*, many others are not mentioned in the plan but are consistent with its visions, goals, and strategies. For example, the plan does not say anything about replacing obsolete fire pumpers, but it does set forth the goal of maintaining a five-minute average fire and emergency response time to 90% of the County’s land area. The links between each of the proposed CIP projects and the *Comprehensive Plan* goals, objectives, and implementation strategies are described in the following paragraphs. It should be noted that the Commission has previously reviewed most of the proposed projects and already found them to be consistent with the *Comprehensive Plan*. There are seven new projects in this year’s proposed CIP that the Commission has not reviewed:

- Purchase of a Dozer for stormwater operations (ES-8565)
- Replacement of a 14-year old excavator (ES-8566)
- Replacement of a ten-year old backhoe used in daily stormwater operations (ES-8567)
- Construction of a new fire station to serve the Bypass Road corridor (PS-8428)
- Construction of a new 20,000-square foot administration and finance building (FS-8912)
- Construction of a York-Poquoson Department of Social Services Building (SS-001)
- Replacement of two knuckle boom trucks that took extensive abuse from Hurricane Isabel (ES-8563)

In addition, eight new school capital and capital maintenance projects and two new water and sewer projects have been proposed. However, in its review of the CIP the Commission

² This language is adapted from a general rule established by the state planning office in California for determining consistency with the comprehensive plan.

considers both school projects and utility projects as a group rather than as individual projects. (In the paragraphs that follow, new projects appear highlighted and in boldface.)

COMMUNITY FACILITIES

The Community Facilities element of the *Comprehensive Plan* encompasses government office space, emergency services, libraries, parks and recreation, and schools. With respect to community facilities in general, the *Comprehensive Plan's* overarching goal for Community Facilities states "York County should be a community where the citizens feel safe from crime, receive prompt and effective emergency services when needed, and have convenient access to public facilities at appropriate locations to serve them economically and efficiently." The focus is on facilities because the *Comprehensive Plan* is a physical plan; however, this goal also applies to equipment and technological enhancements whose purpose is to achieve the goal of economical and efficient government operations.

The proposed CIP includes several projects related to the maintenance, renovation, and repair of County facilities:

- GS-8620 Grounds Maintenance and Construction
- GS-8601 Engineering and Facility Maintenance
- GS-8663 Grounds Maintenance Machinery/Equipment Replacement
- ES-8562 Waste Management Center Enhancements

The following implementation strategies, two of them relating to community facilities in general and the third relating to parks and recreation, are applicable to these projects:

- Provide regular, ongoing, review, maintenance, and repair of all public buildings.
- Provide public buildings that set an example for quality development in the County.
- Ensure that athletic fields and other recreational facilities are well maintained.

The proposed CIP projects provide funding for replacement and renovation of existing recreation facilities, resurfacing and repair of County and school tennis and basketball courts, and repair and maintenance of County parking lots, turf areas, irrigation systems, public boat docks, etc.

Government Offices

In the area of government offices, the following CIP projects are proposed:

- CA-8102 Video Services Studio Equipment Replacement
- FS-8910 Financial Software Upgrade
- **FS-8912 Administration/Finance Building**
- **SS-001 York-Poquoson Department of Social Services Building**

The need for new offices to replace existing buildings where the lack of space hinders the County's ability to serve a growing population is addressed in the overall goal for Community Facilities discussed above. The financial software upgrade relates more to

government operations than offices but advances the overall goal of efficient services. The video services equipment project involves upgrades to York Hall and York High School (where the broadcast studio is located) and is consistent with the implementation strategy, also discussed above, that relates to “regular, ongoing, review, maintenance, and repair of all public buildings.”

Emergency Services

For fire and life safety, the proposed CIP contains the following projects:

- PS-8401 Fire Station Replacement Generators
- PS-8402 Self-Contained Breathing Apparatus
- PS-8403 Backup Emergency Generator Power – Emergency Shelters
- PS-8404 Emergency Management Advisory Information Radio Broadcast
- PS-8405 Emergency Management Advisory Information Portable Signage
- PS-8406 Backup Power – Emergency Sheltering & Disaster Support
- PS-8426 Fire Apparatus Replacement
- PS-8482 Biomedical Equipment Replacement
- PS-8919 Mobile Data Terminals
- PS-8427 Satellite Fire Station Additions
- **PS-8428 Fire Station-Bypass Road Corridor**
- PS-8483 Emergency Operations/ Protective Actions
- PS-8485 Emergency Shelter Survey

In accordance with the overall Community Facilities goal of “prompt and effective emergency services,” the Fire and Life Safety section of the Community Facilities element sets forth the following objectives and implementation strategy:

- Provide fire stations to accommodate manpower levels sufficient to provide prompt and effective fire and emergency medical response to all areas of the County.
- Maintain a five-minute average fire and emergency response time to at least 90% of the County’s land area.
- Locate and design fire stations in such a way as to provide opportunities for expansion of service as necessary based on future population growth and development patterns.

In addition, the hazard mitigation plan, which is incorporated by reference into the Comprehensive Plan (Environment – Page 1) will support some of the proposed projects. This plan is targeted for adoption by the Board in the next few months and, at least in its current draft form, includes several recommendations supporting the wiring of selected schools for generator plug-ins to provide backup power to emergency shelters (Project PS-8406 above).

Libraries

One project is included in the proposed CIP that relates to library service:

- CS-8822 Library Needs Study/Expansion

The *Comprehensive Plan* goals for Libraries are to “Achieve higher levels of excellence in library service” and to “Provide convenient library service to all areas of the County.” The proposed project will examine library space and service needs through the next 15-20 years to better serve the citizens – including possible expansion, renovation, and replacement of existing facilities and the provision of library service to upper County residents – and is, therefore, consistent with these goals.

Parks and Recreation

In the area of parks and recreation, the following CIP projects are proposed:

- CS-8812 Park Facility Development
- CS-8816 Construction of a 10,000-Square Foot Senior Center
- CS-8818 Park Land Acquisition Fund
- CS-8819 Replacement Mobile Performance Stage
- CS-8821 Parks and Recreation Facility Improvements

The main overall objective for Parks and Recreation set forth in the plan is to “Provide for a range of recreational facilities and activities adequate in number, type, size and location to accommodate the needs of County residents.” Implementation strategies for meeting this objective include the following:

- Continue implementation of the “school/park” concept to enhance recreational use of school sites.
- Provide for the particular needs of the young, the elderly, and the disabled when planning for recreational facilities.
- Continue to place lighting at County athletic fields to increase usage beyond daylight hours.

In addition to the development of the new athletic field complex on Newport News Waterworks property in the Oriana/Burts Road area, the proposed projects would fund the development of a range of facilities, including a new senior center building, a kayak/canoe launching facility at New Quarter Park, playgrounds and picnic shelters at Back Creek Park, and a new skate park facility. Funding would also provide for the installation of softball field lights at Kiln Creek Park.

Schools

The proposed CIP contains 37 school construction, renovation, and repair projects. Proposed additions to existing schools would add a total of 59 classrooms (40 in the lower County and 19 in the upper County). Three of the seven classroom addition projects are new projects that have been proposed to address future enrollment growth as projected in the plan. These projects are consistent with the following *Comprehensive Plan* implementation strategies for schools, which emphasize the need to properly maintain existing school

facilities and to address crowding by expanding every school to its maximum capacity before building any new schools:

- Provide regular, ongoing review, maintenance, and repair of school buildings.
- Alleviate long-term overcrowding by optimizing school capacity through permanent additions to and modifications of existing schools.

TRANSPORTATION IMPROVEMENTS

As in previous years, the proposed CIP includes five separate transportation funds combined into a single project under the heading *Highway and Other Transportation Improvements* (FS-5100). A sixth project related to transportation – Roadway Maintenance – is also included in this discussion although it is a separate project:

- FS-8745 Shared Road Construction (Revenue Sharing)
- FS-8775 Corridor Improvements (landscaping, streetscaping, etc.)
- FS-8795 Sidewalk Development Fund
- FS-8796 Bikeways Development Fund
- GS-8631 Dirt Street Program
- GS-8641 Roadway Maintenance (Street Sweeper)

The Transportation element of the plan contains the following objectives and implementation strategies that support these proposed CIP projects:

- Participate in the VDOT Revenue Sharing program to the maximum extent permitted and continue to lobby the General Assembly to raise the \$500,000 limit on a permanent basis.
- Increase the number of bicycle lane miles in the County in accordance with the *Regional Bikeway Plan* for Williamsburg, James City County, and York County.
- Provide a safe and convenient walking environment for pedestrians.
- Continue to set aside funds annually through the CIP for the construction of bikeway and sidewalk projects in critical locations.

Also relevant are the following objectives and implementation strategies from the Land Use and Economic Development elements of the plan:

- Enhance the long-term visual attractiveness of the County's major commercial corridors.
- Enhance the visual appeal of the county's major transportation corridors.
- Continue the Route 17 revitalization effort and extend it to other commercial corridors, including Bypass Road, Merrimac Trail, and Second Street.
- Utilize the VDOT Revenue Sharing Program or the Transportation Enhancements Program to obtain matching funding to support new or expanded streetscaping/landscaping enhancements along [selected] "gateway" corridors in the County.

ENVIRONMENTAL ENHANCEMENTS

As in previous years, the Environmental Enhancements fund (FS-5000) combines two separate CIP projects:

- FS-8717 Conservation Easement Acquisition
- FS-8797 Greenways Development Fund

These projects are specifically supported by the following implementation strategies from the Environment and Land Use elements of the plan:

- Working with land conservancies, contribute funding for the purchase of conservation easements as a means of protecting and preserving areas with desirable or sensitive environmental or aesthetic qualities, especially shoreline, Resource Protection Areas and groundwater recharge areas.
- Continue allocation and accumulation of funds in amounts that will support acquisition of strategically located greenways and/or conservation easements that will contribute positively to the visual character and appearance of the County.

In addition, it should be noted that the Community Facilities element of the Comprehensive Plan includes a conceptual Greenways Plan map showing a possible greenway system layout and text supporting the development of such a system.

Related to but not included among the environmental enhancements and transportation corridor improvements projects discussed earlier is the following proposed project:

- GS-8710 Underground Utilities

The Land Use element of the Comprehensive Plan contains the following implementation strategy that specifically supports this project:

- Continue to require underground utilities in conjunction with new development and pursue opportunities for undergrounding of existing overhead utilities in conjunction with road improvement projects (e.g., along Route 17) or as separate projects (funded by grant/matching funds and/or County funds) along other high-visibility “gateway” corridors.

SEWER, WATER, AND STORMWATER PROJECTS

The proposed CIP contains a total of 34 sewer, water, and drainage improvement projects, including three (3) water extension projects, thirteen (13) sewer extension projects, ten (10) stormwater projects, and seven (7) miscellaneous projects to support and upgrade the utility system. These projects are supported by the following implementation strategies, which appear in the Environment element of the plan:

- Continue to implement the *Strategic Capital Plan for Water, Stormwater, and Wastewater*.

- Continue to target public sewer extensions toward those developed areas where the soils cannot support septic systems.
- Reduce danger to persons, property, and the environment caused by stormwater runoff from developed areas.

The proposed CIP also includes the following projects intended to support minor drainage improvements (which are not included in the *Strategic Capital Plan for Water, Stormwater, and Wastewater*) and maintenance of County drainage easements. This is consistent with the implementation strategy listed above pertaining to control of stormwater runoff.

- ES-8561 Drainage Improvement Projects
- **ES-8565 Stormwater D4 Dozer Equipment**
- **ES-8566 Walking Shaff Excavator Replacement**
- **ES-8567 Stormwater Backhoe Replacement**

WASTE MANAGEMENT

In addition to the Waste Management Center enhancements discussed above under Community Facilities, the proposed CIP includes the following project for solid waste management:

- **ES-8563 Knuckle Boom Trucks**

The proposed replacement of knuckle boom trucks that took extensive abuse from Hurricane Isabel is consistent with the following implementation strategy for Waste Management that appears in the Environment element of the Comprehensive Plan:

- Provide for the convenient, efficient, and safe removal and disposal of leaves and yard debris.

RECOMMENDATION

Staff is of the opinion that all of the projects in the proposed CIP are consistent with the goals, objectives, and implementation strategies set forth in the *Comprehensive Plan* and therefore recommends that the Commission adopt proposed Resolution No. PC06-5 to certify the proposed *Capital Improvements Program* as being in conformance with the plan.

Attachment:

- Proposed Resolution No. PC06-5

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PLANNING COMMISSION
COUNTY OF YORK
YORKTOWN, VIRGINIA

Resolution

At a regular meeting of the York County Planning Commission held in the Board Room, York Hall, Yorktown, Virginia, on the ____ day of ____, 2006:

Present

Vote

Alfred E. Ptasznik, Jr., Chair
Nicholas F. Barba, Vice Chair
Christopher A. Abel
Alexander T. Hamilton
John W. Staton
Anne C. H. Conner
John R. Davis

On motion of ____, which carried ____, the following resolution was adopted:

A RESOLUTION TO CERTIFY CONFORMANCE OF THE
PROPOSED YORK COUNTY CAPITAL IMPROVEMENTS
PROGRAM FOR FY 2007-2012 WITH THE YORK COUNTY
COMPREHENSIVE PLAN

WHEREAS, Section 15.2-2232 of the Code of Virginia requires public facilities to be substantially in accord with the local comprehensive plan; and

WHEREAS, the York County Planning Commission has been requested to review the Capital Improvements Program for conformance with the Comprehensive Plan; and

WHEREAS, the Planning Commission finds that the projects contained in the proposed Capital Improvements Program will further the objectives and policies set forth in the Comprehensive Plan and not obstruct their attainment;

NOW, THEREFORE, BE IT RESOLVED by the York County Planning Commission this the ____ day of ____, 2006, that it does hereby certify the York County, Virginia Proposed Capital Improvements Program for Fiscal Years 2007-2012 as being in conformance with *Charting the Course to 2025: The County of York Comprehensive Plan*.

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